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RELATIONSHIP BETWEEN PUBLIC ADMINISTRATION AND THE IMPLEMENTATION OF COMMITMENTS MADE AT MAJOR UNITED NATIONS CONFERENCES

Report prepared by the Secretariat*

Summary

The six United Nations conferences on development of the 1990's, together with the resumed 50th session of the General Assembly on public administration, constitute a set of imperatives for Governments to increase existing activities, modify them to respond to new needs or develop new activities, through improved public sector administration. An analysis of the plan, programmes and platforms for action shows that, while often not specific, the world conferences implied significant changes in public management at both national and international levels. By emphasizing approaches based on intersectoral coordination, popular participation, gender sensitivity and the use of new information technologies, the conferences set out a series of challenges for public administration. Through management reform, institutional adaptation, selection and training of managers and the use of information, public administrations can respond to those challenges. The United Nations programme on public administration, through its use of policy analysis, technical cooperation and dissemination of best practices can support these efforts.

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1. The six major United Nations conferences of the 1990's,[1] taken together, set out an ambitious agenda for action to solve the major global economic and social problems within defined time periods. As conferences of Governments, most of the recommendations adopted are directed to Governments and imply a pattern of demands on public administrations, both national and international, to provide services. They cover virtually all of the subjects that are the responsibilities of Governments. They provide a framework in which international actions in the field of public administration and finance have to be seen.

2. The importance of public administration in the realization of the outcomes of these conferences was recognized by the General Assembly in its resolution 50/225, which "Recognizes the importance of the major United Nations conferences and urges the development of the necessary capabilities to enable public administration to implement the commitments agreed upon in an effective and coordinated manner" (para. 10).

3. The conferences themselves recognized the importance of effective public administration in the implementation of their recommendations for action. As the Preamble to Agenda 21 states: "Its [Agenda 21's] successful implementation is first and foremost the responsibility of Governments. National strategies, plans, policies and processes are crucial in achieving this." It further states that

> Good management that fosters the association of effective, efficient, honest, equitable and accountable public administration with individual rights and opportunities is an essential element for sustainable, broadly based development and sound economic performance at all development levels. (para. 2.32)

Similarly, the Habitat Agenda states a commitment to

> Enabling local leadership, promoting democratic rule, exercising public authority and using public resources in all public institutions at all levels in a manner that is conducive to ensuring transparent, responsible, accountable, just, effective and efficient governance of towns, cities and metropolitan areas (para. 45 (a))

and another to

> Decentralizing authority and resources, as appropriate, as well as functions and responsibilities to the level most effective in addressing the needs of people in their settlements (para. 45 (c))

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[1] The United Nations Conference on Environment and Development (UNCED), Rio de Janeiro, 1992; the World Conference on Human Rights (WCHR), Vienna, 1993; the International Conference on Population and Development (ICPD), Cairo, 1994; the World Summit for Social Development (WSSD), Copenhagen, 1995; the Fourth World Conference on Women (FWCW), Beijing, 1995; and the Habitat II Conference, Istanbul, 1996.

4. The purpose of this paper is to set out the implications of the recommendations of these conferences for the institutional capacity of Governments and international organizations and to suggest priorities for improving that capacity.

5. This task is not made easy by the fact that the final documents of all of the conferences are long and complex negotiated texts. Each reflects the interests of the constituencies represented and the issues with which they are concerned. Taken as a whole they total over 1000 pages of diagnosis, norms and specific actions to take. However, because of the imperative felt by Governments to use agreed language consistently, the results of the conferences are remarkably similar. Most importantly, they represent an agreement among States.

6. The extent to which the documents are clear about government responsibility is also uneven. Agenda 21, the Beijing Platform for Action and the Habitat are often very explicit about the charges made to Governments. Other documents are more general, often referring to "countries" rather than "governments" or using the passive voice for recommendations. The Vienna Declaration and Programme of Action on Human Rights is primarily directed to the international level and to principles of human rights and makes few specific recommendations for government action, although it clearly calls on public administrations to be conscious of and respect human rights in their operations.

7. In seeking to draw the implications of the conferences for public sector management, this paper has tried to see both what is old and what is new in the recommendations. Those recommendations addressed to Governments or international organizations have been classified in terms of whether they merely request that Governments do what they have always done, do something new or do something old in a new way.

8. The analysis sets out a framework for considering how Governments can meet the substantive imperatives that they have set for themselves and, within that context, the possible role of the international system. It confirms the recommendations made by the General Assembly as a result of the resumed 50th session, but places them in a more nuanced context.

I. The imperatives: something old, something new, something borrowed, something ...

9. Government is as old as civilization and some of the functions performed by it have existed throughout recorded history. Many of the recommendations merely call on Governments to do their duty. For example, many recommendations call for the Government to provide education, a constant function that predates the Conferences, or health services, or ensure financing of public investment.

10. Governments are also asked to enter into new areas where private action or the functioning of the market is not sufficient to achieve progress. Sometimes this is because the problem is new, such as when Governments are asked to intervene to deal with problems of toxic waste or climate change. Other times it is because an old, unrecognized problem has become part of the public discourse, such as when Governments have been called upon to address the problem

of domestic violence. New problems often require new solutions and new services to provide them, expanding the scope of government activity.

11. Most frequently, however, Governments are asked to do what they do in a new, or nuanced way. They are expected to deliver services in a gender-sensitive way, they are expected to respect human rights in their exercise of police powers. They are expected to be model employers. They are expected to build into their procedures ample public participation and to decentralize their activities to the level of government closest to the people.

12. Each type of imperative requires a different solution: undertaking traditional functions in a new context may merely require increased resources but no change in the essential way of doing business. Undertaking a new task may require new staffs, institutions and procedures, and even new concepts of administration. Completing old tasks differently may require training or re-training of staff or new management approaches.

II. Old wine in new bottles or new wine in old bottles?

13. A first approach to examining what the programs and plans of action require is to look at the government sectors that are called upon to take the actions. Table 1 shows how the different programs and plans of action address the classical government functions. For each sector in which a recommendation is made, one example is given of the types of imperatives suggested in the respective conference document.

14. At least one conference makes recommendations about each of the primary sectors in which government works, as reflected in a typical pattern of ministries. The most comprehensive is the Beijing Platform for Action, which has at least one recommendation relevant to public administration for each of the major government functions. The Vienna Declaration and Programme of Action makes few sectoral recommendations and has not been included in the table.[2]

15. Table 1 shows that recommendations are made in all of the main sectors of government social activity (education, health, social welfare and labor), but less in the economic sectors (trade, agriculture, industry and education). Few recommendations are made in conferences about the "flag" functions of foreign affairs and defense. However, recommendations are made in most conferences about finance, planning, legal matters, local government and general government administration.

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[2] The World Conference on Human Rights made recommendations regarding education ("... all States and institutions to include human rights, humanitarian law, democracy and rule of law as subjects in the curricula of all learning institutions in formal and non-formal settings (para. II-79)" and legal reform ("[I]nstitutions concerned with the administration of justice should be properly funded, and an increased level of both technical and financial assistance should be provided by the international community.(II-27)")

16. The conferences also all request new activities, increases in levels of existing activities or re-orientation of existing activities, as can be seen from the examples shown in Table 2.

Table 2. Examples of types of activities proposed by global conferences

	Increases in existing activities	**Re-orientation of existing activities**	**New activities**
United Nations Conference on Environment and Development	... increase efforts to eradicate mismanagement of public and private affairs (2.32)	Remove the barriers to progress caused by bureaucratic inefficiencies, administrative strains, unnecessary controls and the neglect of market conditions; (2.37)	Establish land-resource mapping and planning units at national, district and village levels to act as focal points and links between institutions and disciplines, and between Governments and people (14.43)
International Conference on Population and Development	... strengthen ... national capacity to carry out sustained and comprehensive programmes on collection, analysis, dissemination and utilization of population and development data. (12.3)	All levels of government in medium- and long-term socio-economic planning should take into account the increasing numbers and proportions of elderly people in the population. (6.18)	... priority to the training and retention of information, education and communication specialists, especially teachers, and of all others involved in the planning, implementation, monitoring and evaluation of information, education and communication programmes. (11.25)

World Summit for Social Development	Expanding and improving opportunities for continuing education and training by means of public and private initiatives and non-formal education (37 (b))	Ensuring the rule of law and democracy and the existence of rules and processes to create transparency and accountability for all public and private institutions and to prevent and combat all forms of corruption ... 14 (b))	Introducing new and revitalized partnerships between education and other government departments, including labour, and communications and partnerships between Governments and non-governmental organizations, the private sector, local communities, religious groups and families (52 (b))
Fourth World Conference on Women	By the year 2000, provide universal access to basic education and ensure completion of primary education by at least 80 per cent of primary school-age children; close the gender gap in primary and secondary school education by the year 2005; provide universal primary education in all countries before the year 2015; (80 (b))	Review and amend laws governing the operation of financial institutions to ensure that they provide services to women and men on an equal basis; (165 (h))	Develop programmes that provide training and retraining, particularly in new technologies and affordable services to women in business management, product development, financing, production and quality control, marketing and the legal aspects of business; (173 (b))

Habitat II	Adopt policies that increase the mobilization of housing finance and extend more credit to people living in poverty, while maintaining the solvency of credit systems (81 (a))	Develop appropriate cadastral systems and streamline land registration procedures in order to facilitate the regularization of informal settlements, where appropriate, and simplify land transactions (76 (j))	Encourage the adoption of laws and policies ensuring persons with disabilities full access to all new public buildings and facilities, public housing and public transport systems; and also encourage access to existing public buildings and facilities, housing and transport (121 (b))

A. Increases in activities

17. For the areas of traditional government involvement, like education and health, the clear emphasis is on increasing the delivery of services to meet needs. Most of the conferences make reference to achieving the internationally agreed targets. For example, the Beijing Platform for Action (para. 106 (i)) recalls a series of targets in the area of health:

- achieve worldwide the agreed-upon goal of reducing maternal mortality by at least 50 per cent of the 1990 levels by the year 2000 and a further one half by the year 2015;

- ensure that the necessary services are available at each level of the health system and make reproductive health care accessible, through the primary health-care system, to all individuals of appropriate ages as soon as possible and no later than the year 2015;

Similar recommendations are made regarding universal education, provision of agricultural extension services, collection of statistics. There is an assumption that Governments will do what they are expected to do.

B. Re-orientation of activities

18. The main types of re-orientation specified in the various plans, programmes and platforms for action have to do with the relationship of government administrations with civil society. There are frequent requests for increased popular participation in decision-making, involvement of beneficiaries in the

design and management of programmes and for bringing decision-making closer to the point of service delivery. This often includes recommendations for decentralization, for strengthening local authorities and for developing innovative partnerships with non-governmental organizations and with the private sector in implementing programmes.

19. There are also requests for sensitivity on the part of government to specific segments of the population. The Beijing Platform for Action, as well as most of the other documents, gives a high priority to ensure that government services are gender-sensitive.

20. This concern with sensitivity translates itself as well into requests for improved training of public officials and to the addition of information disaggregated by gender, by age, by location into regular statistical series and into the planning process.

C. New activities

21. While the plans, programmes and platforms for action usually do not specify when an activity is expected to be new, a comparison with usual government functions suggests that many of those proposed are in fact new lines within government.

22. Some of these are technology-related. A number of recommendations call upon Governments to use, and to disseminate, new information technologies as a means to enhancing government services and improving participation. It is the request to government to promote the use of technology that is a new activity. This is particularly evident in the context of government efforts to protect the environment.

23. Others involve government programmes to deal with new areas where government is expected to take actions. Two areas stand out: general government efforts to monitor the implementation of human rights standards and efforts to identify, prevent and sanction violence against women.

D. Responses of public administrations

24. The plans, programmes and platforms of action themselves are not particularly specific about how public administrations are expected to respond to the increased, modified or new tasks set out in the documents. However, all are consistent with the principles set out in General Assembly resolution 50/225. That resolution called for public administration that is transparent and accountable (para. 6); sound, efficient and well equipped with the appropriate capacities and capabilities (para. 7); having enhanced efficiency and productivity, accountability and responsiveness and, where appropriate, decentralized (para. 9); and effective and coordinated (para. 10).

25. The policy question, of course, is how to achieve that response.

III. Public administration responses to the imperatives

26. Public administration involves provision of services by people. It is common sense that central to a response to the imperatives of the conferences are measures to help civil services, national and international, to perform their functions better. There is, in the enunciation of desirable principles, an implication that public services are not transparent and accountable, may not be efficient, may lack appropriate capacities and may not be adequately coordinated. Whether this is true or merely a set of the stereotypes with which public servants have always had to cope would have to be studied in each case. The fact that the criticisms have been levied and agreed at least implies the identification of a problem.

27. Carrying out the recommendations of the conferences clearly implies specific actions to reinforce or re-orient the people who provide public sector services. These actions can range from reform of existing management structures, creation of new institutions, developing means for increased popular participation, improved coordination methods, enhanced use of information and, for all of these, training of staff.

A. Management reform

28. All of the conferences emphasize, in one way or another, the interlinkages among issues with which the public service has to cope, both horizontal and vertical. No sectoral government activity can take place in isolation. This is in itself not a new phenomenon, but the need to reform management to cope with it is a new priority.

29. Coping with increased needs for coordination as well as for participation (as noted below) requires different management styles. The traditional Weberian model of public service, based on an internally rational structure and functions, may not be the most appropriate. Open systems approaches, which recognize the importance of public officials interacting with their external environments, are clearly implied by the actions called for in the conference documents.

B. Creation of new institutions or adjusting the old

30. For new activities, there is always a choice between adding functions to existing institutions or creating new institutions. Many of the new activities foreseen by the conferences can, and should, be undertaken by existing institutions. Many of the new tasks in the areas of health, planning, education or agriculture can be performed by existing ministries and agencies, without disruption of core functions.

31. However, there is a set of activities for which new institutions may be needed. Many of the proposed new tasks involve a government role in promoting the actions of civil society, by acting within the public sector as an advocate and mediator. Often, this involves mediating between other parts of the Government and non-governmental organizations, either to facilitate participation or to advocate for the interests of segments of society whose needs and concerns have not previously been met on an acceptable basis.

32. A case in point is the national machinery for advancement of women, whose role and functions are clearly described in the Beijing Platform for Action (Section IV.H). The function of this public entity is to promote the mainstreaming of gender concerns throughout government by a combination of monitoring, policy analysis, assistance and maintenance of contacts with the women's movement. Similar types of institutions are either explicitly foreseen or implied for other segments of the population in other conference documents.

C. Participation and decentralization

33. The importance of increased popular participation in government administration has already been noted. Several of the plans of action, especially Agenda 21, the World Summit for Social Development and Habitat II, call for increased public participation in public programme decision-making and implementation.

34. Commitment 1 (c) of the World Summit for Social Development calls on Governments to

> Reinforce, as appropriate, the means and capacities for people to participate in the formulation and implementation of social and economic policies and programmes through decentralization, open management of public institutions and strengthening the abilities and opportunities of civil society and local communities to develop their own organizations, resources and activities;

This is done as a matter of principle, with little guidance in the texts themselves as to how it is to be achieved, although the Programme of Action adopted by the World Summit for Social Development suggested

> Opening channels and promoting full confidence between citizens and government agencies, and developing affordable recourse procedures accessible to all people, especially those who have no access to channels and agencies of communication to seek redress of grievances (para. 71 (d))

> Giving community organizations greater involvement in the design and implementation of local projects, particularly in the areas of education, health care, resource management and social protection (para. 72 (c))

35. The concept of an open, participative public administration is generally agreed, and its benefits in terms of programmes that have full public support and which are designed to minimize error are clear. However, there is obviously a point of diminishing returns for participatory processes at which participation can become an excuse for delay in implementing programmes and consultative processes can impede fair delivery of services. There is a point when decisions have to be made and services delivered and it is not always clear when that point has been reached.

36. Participatory approaches require public managers who are able to cope both with the need to deal openly with an interested public and are able to make the decisions that are required for services to be delivered. This in turn requires both revised selection criteria for public managers and improved training.

D. Coordination

37. Most of the plans, programs and platforms for action presuppose multi-disciplinary, cross-sectoral actions by Governments and by organizations of the United Nations system. Inevitably they call for enhanced coordination among different elements of government. In its section on implementation the programme of action adopted by the World Summit for Social Development calls for

> Promoting and strengthening institutional capacity-building for inter-ministerial coordination, intersectoral collaboration, the coordinated allocation of resources and vertical integration from national capitals to local districts (83 (g))

Coordination is a problem as old as government. However, the complexity of the issues to be dealt with as set out, especially, in Agenda 21 requires a new look at the old problem. The traditional solution is usually a hierarchy-based structure in which, under the leadership of one official who has a higher-level position, various organizations are expected to work together. The issue usually turns on who that official is.

38. An alternative that has begun to be developed in complex structures where hierarchy cannot be assured, is what has been termed non-hierarchical coordination.[3] In this model, informal links and channels are used to ensure that diverse programmes work toward the same goal. This model, which has not been extensively explored, requires an administrative system that is open, allows time for networking and assumes that coordination will happen rather than having to be provoked. The existence of new information technologies, like the Internet or intranets within governments, may make this type of coordination more feasible.

E. Information

39. There is a strong consciousness in the plans of action about the need to increase the mobilization of information. Often, this is because it is perceived that information does not exist and it is the role of government to either obtain it or promote its obtention by non-governmental actors. Often it is because the government needs information to monitor progress. In other places governments are called upon to collect and disseminate information. And finally, as noted above, information flows can be used to enhance coordination.

40. Agenda 21 notes "National capacities should be strengthened, as should capacities within Governments, non-governmental organizations and the private sector, in information handling and communication, particularly within developing countries." (para. 40.20)

41. For example, Agenda 21, in the context of mountain eco-systems (para. 13.7), calls on

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[3] See Donald Chisholm, *Coordination without hierarchy: informal structures in multiorganizational systems*, Berkeley: University of California Press, 1989.

> Governments at the appropriate level, with the support of the relevant international and regional organizations, to maintain and establish meteorological, hydrological and physical monitoring analysis and capabilities that would encompass the climatic diversity as well as water distribution of various mountain regions of the world; and to build an inventory of different forms of soils, forests, water use, and crop, plant and animal genetic resources, giving priority to those under threat of extinction.

42. In the programme of action adopted by the International Conference on Population and Development, one recommendation requested Governments to

> Establish innovative mechanisms to promote experience-sharing in population and development programme management within and among countries at subregional, regional, interregional and international levels in order to foster relevant national expertise; (13.9 (e))

Similarly, the World Summit for Social Development argues for more effective use of information in decision-making and government reform:

> Ensuring that decisions are based on accurate data and are taken with the participation of those who will be affected, keeping under review, within each country's constitutional framework, the responsibilities of the different levels of government and the administrative arrangements for organizing and delivering services; (71 (a))

It also expressed a concern with information dissemination in the context of government:

> Simplifying administrative regulations, disseminating information about public policy issues and initiatives for collective interests, and facilitating maximum access to information (71 (c))

43. Inevitably, discussions of information turn on the application of new technologies to overcome obstacles. In pre-electronic times, the ability of the government to disseminate information was related to its ability to print and circulate documents. Its ability to acquire information was constrained by the cost of processing data. The ability to respond to requests for information was constrained by the limitations of the telephone system. Many of the former constraints can be overcome with existing technologies if, and when, governments have access to these. For governments, as for citizens, access is a function of both the financial resources required to acquire them and the technical and managerial software to be able to use them.

F. Training

44. All of the above response categories presuppose that public servants will receive the training necessary to adapt to new conditions, address new problems and use new technologies. This is a different kind of training, however. It emphasizes cognitive skills rather than absorption of information or understanding of rules. It implies new approaches to training curricula and the

elaboration of both good case study materials and training methods that are themselves participative.

IV. The international public sector: the United Nations role

45. In the programmes, plans and platforms for action, there is an increasing public administrative role for the United Nations and the organizations of the United Nations system. The role usually given is one of support to national efforts. In terms of public administration itself, the conferences made few specific requests, but the resumed 50th session of the General Assembly was clear about the responsibility. General Assembly resolution 50/225

> Acknowledges that the role of United Nations activities and programmes in public administration and development is to assist Governments, at their request, to improve their responsiveness to meet the basic needs of all, as well as to achieve sustainable development in all countries (para. 13).

It further states that

> the United Nations should carry out these activities through pooling and facilitating access to information in public administration, promoting training and research in public administration and finance at all levels, advocacy and exchange of experiences, advisory services, technical assistance, capacity-building and human resources development.

Meeting the needs for supporting national efforts in the areas where enhanced public administration is called for requires careful definition of tasks by the United Nations programme on public administration.

46. In the context of public administration, there are three essential services that the United Nations programme on public administration is expected to deliver: policy analysis that explores the new dimensions of public service, direct assistance to Governments on request, and collection and dissemination of information on best practices.

A. Policy analysis

47. As in any other area, improvement in public administration involves dealing with policy issues. A critical role of the United Nations programme on public administration is to illuminate these issues, explore their dimensions and suggest alternatives that can be debated and agreed. The nature of the policy choices implied by key concepts such as transparency and accountability, soundness, efficiency, appropriate capacities and capabilities, productivity, responsiveness, decentralization and coordination needs to be explored further.

48. The recent series of expert groups on such essential themes as public service ethics is a beginning to this renewed effort. However, it would be helpful if a systematic exploration of the nature of public administration challenges in the context of the conference outcomes could be set up. Several issues requiring attention have already been suggested in this paper.

49. One is the nature of coordination in the context of participative administration of multi-sectoral programmes. An exploration of non-hierarchical coordination could help open up new approaches to that difficult problem of public administration.

50. Another is the use of information technology for public management. Public programmes depend on a flow of information, but the extent to which technology can be mobilized effectively, given resource constraints and other trade-offs, needs further exploration.

51. A third is the use of training to reconstitute the vitality and effectiveness of the public sector. The need for different skills in public management has been noted, but the types of skills and the kinds of training that are needed to develop them need further exploration.

52. A final, but separate, issue is finding a way of inserting these policy analyses into the review and appraisal of the plans, programmes and platforms for action that will be taking place over the next half-decade. It would be important to ensure that the public administration aspects of each be brought out as part of the review process.

B. Development cooperation

53. Each of the conference documents contains a general request to the United Nations to provide assistance when asked. The analysis in this paper shows that each of the conferences includes aspects in which assistance in public administration would be useful. It would be important to develop a specific catalogue of expertise needed (a demand calculation) and that available from the United Nations in order to help governments determine what their needs might be in the context of implementing the respective plans and programmes of action.

C. Information clearinghouse

54. Several of the plans of action, especially Agenda 21, call for organizations of the United Nations system to perform the functions of information clearinghouses in specific fields. A mandate already exists for such a clearinghouse for the United Nations programme in public administration.

55. There are two issues in a clearinghouse. The first is to determine the content of information that will be included (and, by extension, the structure of the database). Given the cost of acquiring, processing and storing information, selectivity is required. A database describing best practices, drawn from both national and academic sources, in terms of the new management issues implied by the conference plans, programmes and platforms for action, would be a logical approach.

56. The second is to determine how best to make the clearinghouse available. Here, the application of the new technology of the Internet is an obvious answer. For this to function, however, attention needs to be paid to the accessibility of the database and how to make public administrations aware of its existence.

Table 1. Sectors in which recommendations for specific government action are made in different global conferences

Government function	United Nations Conference on Environment and Development	International Conference on Population and Development	World Summit for Social Development	Fourth World Conference on Women	Habitat II
Foreign affairs				Ensure equal representation of women at all decision-making levels (144 (c))	
Defence				Investigate and punish members of the police, security and armed forces and others who perpetrate acts of violence against women (143 (c))	
Finance	National efforts for capacity-building in the areas of public administration, central banking, tax administration, savings institutions and financial markets (2.42)		Establish efficient and fair tax systems by strengthening the administrative capacity for tax assessment and collection (13 (g))	Review and amend laws governing the operation of financial institutions (165 (h))	Apply public policies, including expenditure, taxation, monetary and planning policies, to stimulate sustainable shelter markets and land development (67 (d))
Planning	Developing a cadre of professionals with adequate skills in integrated infrastructural service planning and maintenance (7.45)		Governmental institutions and agencies responsible for the planning and implementation of social policies have the status, resources and information necessary (14 (a))	Review national policies, programmes and projects, as well as their implementation, evaluating the impact of employment and income policies in order to guarantee that women are direct beneficiaries of development (204 (b))	Integrate land and shelter policies with policies for reducing poverty and creating jobs, for environmental protection, for preservation of cultural heritage, for education and health, for providing clean water-supply and sanitation facilities (67 (e))

Government function	United Nations Conference on Environment and Development	International Conference on Population and Development	World Summit for Social Development	Fourth World Conference on Women	Habitat II
Trade	Strengthening national capabilities for design and implementation of commodity policy, ... and the gathering and utilization of information on commodity markets (para. 218)			Seek to ensure that national policies related to international and regional trade agreements do not have an adverse impact on women's new and traditional economic activities (165 (f))	
Agriculture	Rationalizing and strengthening administrative structures and mechanisms [for forest management] (11.3)	Strengthen food, nutrition and agricultural policies and programmes, and fair trade relations, with special attention to the creation and strengthening of food security at all levels (3.20)		Formulate and implement policies and programmes that enhance the access of women agricultural and fisheries producers ... to financial, technical, extension and marketing services (58 (n))	Improve access to information on agricultural production, marketing and pricing in rural and remote areas by using, inter alia, advanced and accessible communication technologies (166 (a))
Industry	Develop inventories of hazardous waste production (20.19)			Promote and strengthen micro-enterprises, new small businesses, cooperative enterprises, expanded markets and other employment opportunities (166 (d))	Support the restructuring of local industries (161 (b))
Energy	Intensify efforts to use energy and resources in an economically efficient and environmentally sound manner (4.18)			Support the development of women's equal access to ... sustainable and affordable energy technologies (256 (k))	Stimulate, through fiscal incentives or other measures, and adopt energy-efficient and environmentally sound technologies (146 (g))

Government function	United Nations Conference on Environment and Development	International Conference on Population and Development	World Summit for Social Development	Fourth World Conference on Women	Habitat II
Education	Educational authorities ... are recommended to assist or set up pre-service and in-service training programmes for all teachers, administrators, and educational planners, as well as non-formal educators in all sectors (36.5)	Governments at all levels should develop the infrastructure to address the needs of persons with disabilities, in particular with regard to their education, training and rehabilitation (6.31)	Establishing schools in unserved areas, providing social services, such as meals and health care, as incentives for families in poverty to keep children in school, and improving the quality of schools in low-income communities (37 (a))	Create a gender-sensitive educational system in order to ensure equal educational and training opportunities and full and equal participation of women in educational administration and policy- and decision-making (80 (d))	
Labour			Designing, developing, implementing, analysing and monitoring active labour policies to stimulate the demand for labour (53 (a))	Adopt and implement laws against discrimination based on sex in the labour market, especially considering older women workers, hiring and promotion, the extension of employment benefits and social security, and working conditions (165 (b))	Stimulate productive employment opportunities that generate income sufficient to achieve an adequate standard of living for all people, while ensuring equal employment opportunities and wage rates for women and encouraging the location of employment opportunities near and in the home (118 (a))

Government function	United Nations Conference on Environment and Development	International Conference on Population and Development	World Summit for Social Development	Fourth World Conference on Women	Habitat II
Health	Develop and strengthen primary health care systems that are practical, community-based, scientifically sound, socially acceptable and appropriate to their needs (6.5 (a) (i))	Make basic health-care services more sustainable financially ... by integrating reproductive health services, including maternal and child health and family-planning services, and by making appropriate use of community-based services, social marketing and cost-recovery schemes (8.8)	Improving health policies that reduce, with a view to eliminating, environmental health hazards and provide for occupational health and safety (55 (b))	Strengthen and reorient health services, particularly primary health care, in order to ensure universal access to quality health services for women and girls (106 (i))	Develop and implement national, subnational and local health plans or strategies and strengthen environmental health services to prevent, mitigate and respond to diseases and ill health resulting from poor conditions in living and working environments and the conditions of people living in poverty (136 (a))
Social welfare	Encourage expansion of environmental labelling and other environmentally related product information programmes (4.21)	Ensure that children receive appropriate financial support from their parents by, among other measures, enforcing child-support laws (4.28)	Strengthening and expanding programmes targeted to those in need, programmes providing universal basic protection, and social security insurance programmes (38 (a))	Take steps to ensure that children receive appropriate financial support from their parents, by, among other measures, enforcing child-support laws (274 (c))	Provision of social services, especially for underserved groups and communities (85 (e))
Law	Improving the legal-institutional capacities of countries to cope with national problems of governance and effective law-making and law-applying in the field of environment and sustainable development (8.26)	Ensure that women can buy, hold and sell property and land equally with men, obtain credit and negotiate contracts in their own name and on their own behalf and exercise their legal rights to inheritance (4.6)	Reviewing with a view to changing legislation, public codes and practices that perpetuate discriminatory practices (73 (e))	Undertake legislative and administrative reforms to give women full and equal access to economic resources, including the right to inheritance and to ownership of land and other property, credit, natural resources and appropriate technologies (61 (b))	Develop land codes and legal frameworks that define the nature of land and real property and the rights that are formally recognized (76 (k))

Government function	United Nations Conference on Environment and Development	International Conference on Population and Development	World Summit for Social Development	Fourth World Conference on Women	Habitat II
Local government	Training and developing a cadre of urban managers, technicians, administrators and other relevant stakeholders (7.23)		Encouraging decentralization of public institutions and services to a level that ... responds properly to local needs and facilitates local participation (14 (d))	Organize, support and fund community-based education and training campaigns to raise awareness about violence against women as a violation of women's enjoyment of their human rights and mobilize local communities to use appropriate gender-sensitive traditional and innovative methods of conflict resolution (125 (e))	Decentralize land management responsibilities and provide local capacity-building programmes that recognize the role of key interested parties, where appropriate (76 b))
Government[4]	Provide on-the-job and other training of government officials, planners, traffic engineers and managers involved in the energy-service and transport section (7.54)	Ensure that their personnel policies and practices comply with the principle of equitable representation of both sexes, especially at the managerial and policy-making levels, in all programmes ... (4.8)	Providing equal opportunities in public-sector employment and providing guidance, information and, as appropriate, incentives to private employers to do the same (74 (d))	Encourage and, where appropriate, ensure that government-funded organizations adopt non-discriminatory policies and practices in order to increase the number and raise the position of women in their organizations (190 (h))	Strengthen and make more transparent government regulatory and inspection systems (90 (m))

[4] Equivalent of the Ministerio de Gobierno in Latin America, or other ministries dealing with the management of the public service.